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E.O. 11652: GDS

TAGS: PARM, NATO

SUBJECT: MBFR: TEXT OF AGREED COUNCIL GUIDANCE ON STABILIZING
MEASURES

VIENNA FOR USDEL MBFR

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GENEVA FOR USDEL CSCE

1. AS REPORTED SEPTEL THE NAC ON FEBRUARY 15 REACHED FINAL
AGREEMENT ON GUIDANCE TO THE AD HOC GROUP ON MBFR STABILIZING

MEASURES.

2. FULL TEXT OF GUIDANCE (DOCUMENT C-M(74)8 (FINAL) FOLLOWS:

INTRODUCTION

1. THE COUNCIL GUIDANCE ON STABILIZING MEASURES PROVIDED TO THE AD HOC GROUP ON 7TH DECEMBER, 1973 (C-M(73)123) STATED IN PARAGRAPH 1 THAT ANY DETAILED DISCUSSION OF THE FOUR STABILIZING MEASURES TABLED WOULD HAVE TO AWAIT FURTHER STUDIES AND AGREEMENT IN THE ALLIANCE.

2. THE PRESENT GUIDANCE DEALS ONLY WITH THE DETAILED PROVISIONS FOR IMPLEMENTATION OF FOUR SPECIFIC MEASURES AS APPLIED TO US AND SOVIET FORCES. NO JUDGEMENT IS MADE AS TO:

(A) WHETHER THESE OR OTHER MEASURES MIGHT BE APPLIED TO NON-US AND NON-SOVIET FORCES;

(B) WHETHER THE PARTICULAR PROVISIONS SUGGESTED IN THIS REPORT WOULD REMAIN APPROPRIATE IF SOME OR ALL OF THESE FOUR MEASURES WERE APPLIED TO NON-US AND NON-SOVIET FORCES.

IT IS RECOGNIZED THAT ON THE ALLIED SIDE, THERE ARE SOME DIFFERENCES BETWEEN THE CONSIDERATIONS AFFECTING THE APPLICATION OF STABILIZING MEASURES TO NON-US FORCES AND THOSE AFFECTING THEIR APPLICATION TO US FORCES. ANY PROPOSALS PUT FORWARD FOR STABILIZING MEASURES APPLICABLE TO US AND SOVIET FORCES IN THE FIRST PHASE SHOULD NOT THEREFORE CONSTITUTE A PRECEDENT.

3. SECTIONS I TO IV OF THIS GUIDANCE MAY CONTAIN MORE DETAIL THAN THE ALLIED NEGOTIATORS MAY REQUIRE AT THIS PARTICULAR POINT. DRAWING ON THIS GUIDANCE, IT IS UP TO THE AD HOC GROUP TO INTRODUCE SUCH DETAIL INTO THE NEGOTIATIONS AS
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IT SEES FIT FROM A TACTICAL POINT OF VIEW.

4. IN PRESENTING AND NEGOTIATING THE FOUR STABILIZING MEASURES, THE ALLIED NEGOTIATORS SHOULD AVOID PRE-JUDGING THE RESULTS OF ON-GOING ALLIED CONSIDERATION AND STUDIES OF THE FOLLOWING ISSUES:

(A) WHETHER THERE SHOULD BE OVERT INSPECTION, TO THE EXTENT REQUIRED, OF STABILIZING MEASURES;

(B) WHETHER THE US AND USSR WOULD INVITE TO THEIR MAJOR EXERCISES ONLY SOVIET AND UNITED STATES OBSERVERS OR OBSERVERS FROM THE OTHER DIRECT PARTICIPANTS AS WELL;

(C) THE DETAILED PROVISIONS CONCERNING THE RIGHTS OF THE
OBSERVERS IN CARRYING OUT THEIR FUNCTIONS;

(D) THE POLITICAL AND LEGAL ASPECTS OF WITHDRAWAL FROM
OR TERMINATION OF ANY AGREEMENT ON STABILIZING
MEASURES(1);

(E) LOCATION AND EXTENT OF "DEFINED GROUND TRAINING AREAS"
AND THE MILITARY IMPLICATIONS OF EXEMPTING EXERCISES
IN THESE AREAS FROM PRE-ANNOUNCEMENT AND LIMITATIONS.
(A DRAFT LIST OF "DEFINED GROUND TRAINING AREAS" WILL
BE PREPARED WITHIN THE ALLIANCE.)

5. PARAGRAPHS 2 AND 3 OF THE COUNCIL GUIDANCE OF
7TH DECEMBER, 1973 (C-M(73)123) REMAIN VALID. IN PARTICULAR, THE
AD HOC GROUP SHOULD BEAR IN MIND THE CLOSE CONNECTION BETWEEN
THESE MEASURES AND MEASURES (I) AND (IV) IN PARAGRAPH 29 OF
C-M(73)83(FINAL), WHICH ARE UNDER DETAILED STUDY IN NATO. IN
THEIR INITIAL PRESENTATION ON THIS SUBJECT TO THE EAST, THEREFORE,
ALLIED NEGOTIATORS SHOULD INCLUDE THE CONCEPT THAT POST REDUCTION
US AND SOVIET FORCE LEVELS WILL HAVE TO BE RESPECTED, THAT THIS
IN TURN WILL REQUIRE EXCEPTIONS FOR SUCH PURPOSES AS EXERCISES
AND ROTATIONS, AND CONSEQUENTLY THAT MOVEMENTS AND ACTIVITIES OF
US AND SOVIET FORCES MUST BE
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IN THIS PRELIMINARY DISCUSSION, THE FOLLOWING
VIEWS WERE EXPRESSED, AMONG OTHERS: UNDER SITUATIONS OF
TENSION IN CENTRAL EUROPE WHICH WOULD REQUIRE MOVEMENT TO
GDP POSITIONS AND REINFORCEMENT, IT IS LIKELY THAT THE
PROVISIONS ON STABILIZING MEASURES, IF NOT THE REDUCTION
PROVISIONS THEMSELVES, WOULD BE CALLED INTO QUESTION.

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FURTHER, THE ALLIES SHOULD REQUIRE SPECIFIC PROVISIONS
ALLOWING FOR WITHDRAWAL FROM PROVISIONS OF THE MBFR AGREEMENT,
IN EVENT OF EXTRORDINARY EVENTS WHICH JEOPARDIZE SUPREME
NATIONAL INTERESTS. NATO MILITARY AUTHORITIES WOULD RETAIN
THE RIGHT AND RESPONSIBILITY TO APPEAL TO APPROPRIATE
POLITICAL AUTHORITIES FOR SUCH RELIEF FROM CONSTRAINTS
IMPOSED BY THE AGREEMENT AS MAY BE JUSTIFIED BY PREVAILING
CONDITIONS.

END FOOTNOTE.

I. PRE-ANNOUNCEMENT OF MOVEMENTS OF US AND SOVIET FORCES INTO
THE AREA OF REDUCTIONS, INCLUDING ROTATIONS

6. THE US AND USSR WOULD UNDERTAKE TO PROVIDE TO ALL
OTHER PARTIES TO THE AGREEMENT(1) THROUGH DIPLOMATIC CHANNELS
OR OTHER AGREED MEANS, NOT LATER THAN 1ST NOVEMBER OF EACH YEAR,
A SCHEDULE OF CERTAIN ANTICIPATED MOVEMENTS OF THEIR ACTIVE DUTY
GROUND FORCE PERSONNEL/UNITS INTO AND OUT OF THE AREA FOR THE
FOLLOWING CALENDAR YEAR.

(1) IT IS ENVISAGED THAT ALL DIRECT PARTICIPANTS WOULD BE
PARTIES TO THE AGREEMENT AND THAT AN APPROPRIATE MECHANISM
WOULD BE ESTABLISHED TO PROVIDE ALL ALLIES WITH THE
INFORMATION RECEIVED FROM THE USSR.

7. SUCH A SCHEDULE WOULD STATE THE NUMBER OF US OR SOVIET
ACTIVE DUTY GROUND FORCE PERSONNEL SCHEDULED TO ENTER OR LEAVE
THE AREA DURING EACH MONTH OF THE CALENDAR YEAR. SUCH NUMBERS
WOULD EXCLUDE PERSONNEL ENTERING (OR LEAVING) ON INDIVIDUAL
ORDERS FOR LEAVE OR TEMPORARY DUTY WHO ARE TO REMAIN IN (OR
OUTSIDE) THE AREA FOR LESS THAN 30 DAYS.

8. THE SCHEDULE WOULD SEPARATELY LIST EACH ANTICIPATED ENTRY INTO THE AREA OF 5,000 OR MOVE INDIVIDUAL ACTIVE DUTY GROUND PERSONNEL WITHIN ANY 24-HOUR PERIOD, OR ANY UNITS WITH NORMAL MANNING LEVELS OF MORE THAN 1,000 PERSONNEL REGARDLESS OF HOW MANY POINTS OF ENTRY INTO THE AREA MAY BE INVOLVED, AND REGARDLESS OF WHAT MODES OF TRANSPORTATION MAY
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BE USED.

9. THE SCHEDULE WOULD INCLUDE THE FOLLOWING INFORMATION ABOUT EACH SEPARATELY LISTED MOVEMENT (AS DEFINED IN PARAGRAPH 6 ABOVE):

(A) THE NUMBER OF MEN INVOLVED;

(B) THE DESIGNATION OF ANY UNITS REPORTABLE UNDER PARAGRAPH 8 ABOVE;

(C) COUNTRY OF ORIGIN AND DESTINATION;

(D) THE DATE OF ENTRY INTO THE AREA;

(E) THE POINTS OF ENTRY INTO THE AREA FOR UNITS REPORTABLE UNDER PARAGRAPH 8 ABOVE;

(F) THE MODE OF TRANSPORTATION TO BE USED (IN SUCH GENERAL CLASSIFICATION AS AIRCRAFT, TRAIN, MOTOR VEHICLE OR SHIP); AND

(G) THE PURPOSE OF THE MOVEMENT (IN SUCH GENERAL TERMS AS TRAINING OR ROTATION).

10. THE US AND USSR WOULD UNDERTAKE TO PROVIDE TO ALL OTHER PARTIES TO THE AGREEMENT(1) NOTICE OF ANY CHANGES IN SUCH SCHEDULE.

(1) THE FOOTNOTE TO PARAGRAPH 6 APPLIES

11. AT LEAST 60 DAYS ADVANCE NOTICE (INCLUDING THE PERTINENT INFORMATION CALLED FOR IN PARAGRAPH 9 ABOVE) WOULD BE GIVEN OF THE FOLLOWING CHANGES IN THE SCHEDULE:

(A) AN INCREASE OF MORE THAN 10 PER CENT IN AN ALREADY SCHEDULED MONTHLY TOTAL OF ENTERING PERSONNEL;

(B) A DECREASE OF MORE THAN 10 PER CENT IN AN ALREADY
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SCHEDULED MONTHLY TOTAL OF DEPARTING PERSONNEL;

(C)THE ENTRANCE INTO THE AREA OF AN AGGREGATE OF 5,000
OR MORE INDIVIDUAL ACTIVE DUTY GRO
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12. IF THE CHANGE INVOLVES A DECREASE OF 10 PER CENT OR
MORE OF THE SCHEDULED MONTHLY TOTAL OF ENTERING PERSONNEL INTO
THE AREA IN A GIVEN PERIOD, NOTICE OF THIS FACT (INCLUDING
PERTINENT MODIFICATIONS OF THE INFORMATION PREVIOUSLY FURNISHED)
WOULD BE GIVEN NOT LATER THAN 24 HOURS BEFORE THE SCHEDULED
ENTRY OF THE REDUCED NUMBER OF PERSONNEL INTO THE AREA. FOR
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CHANGES INVOLVING A REDUCTION OF LESS THAN 10 PER CENT OF THE MONTHLY TOTAL OF SCHEDULED ENTERING PERSONNEL, ADJUSTMENT WOULD BE MADE AS PART OF THE MONTHLY UPDATE DESCRIBED IN PARAGRAPH 13 BELOW.

13. IN ADDITION TO THE PRE-ANNOUNCEMENTS SPECIFIED ABOVE, THE US AND USSR WOULD WITHIN 30 DAYS OF THE END OF EACH CALENDAR MONTH REPORT TO EACH OF THE PARTIES(1) THE TOTAL NUMBER OF THEIR ACTIVE DUTY GROUND FORCE PERSONNEL WHO ENTERED THE AREA, AND THE TOTAL NUMBER OF SUCH PERSONNEL WHO DEPARTED FROM THE AREA, DURING THAT CALENDAR MONTH. SUCH TOTALS WOULD EXCLUDE PERSONNEL WHO HAD ENTERED (OR LEFT) THE AREA ON INDIVIDUAL ORDERS FOR LEAVE OR TEMPORARY DUTY WHO WERE TO REMAIN IN (OR OUTSIDE) THE AREA FOR LESS THAN 30 DAYS.

BEGIN FOOTNOTE.

(1) THE FOOTNOTE TO PARAGRAPH 6 APPLIES

END FOOTNOTE.

II. PRE-ANNOUNCEMENT OF MAJOR MILITARY EXERCISES BY US AND SOVIET FORCES IN THE AREA OF REDUCTIONS(1)

14. THE US AND THE USSR WOULD UNDERTAKE TO PROVIDE ALL OTHER PARTIES TO THE AGREEMENT(2) THROUGH DIPLOMATIC CHANNELS OR OTHER AGREED MENS WITH INFORMATION ON MAJOR MILITARY EXERCISES.

15. A MAJOR MILITARY EXERCISE WOULD BE DEFINED AS THE DEPLOYMENT INTO OR WITHIN THE AREA OF A US OR SOVIET DIVISION FORCE OR MORE THAN 10,000 US OR SOVIET GROUND FORCE PERSONNEL IN UNITS OUTSIDE OF THEIR PERMANENT MILITARY GARRISONS AND OUTSIDE OF DEFINED GROUND TRAINING AREAS. THE TRAINING AREAS (SUCH AS GRAFENWOEHR, HOHENFELS AND THEIR EASTERN EQUIVALENTS) WOULD BE THOSE NOW DEVOTED TO MILITARY TRAINING AND WOULD BE LISTED AND DEFINED IN THE AGREEMENT(3). THE EXERCISE WOULD BE CONSIDERED AS BEGINNING WHEN THE FORCES LEAVE THEIR PERMANENT MILITARY GARRISONS (IF THESE ARE IN THE AREA) OR ARRIVE IN THE AREA (IF THESE COME FROM OUTSIDE THE AREA) AND AS ENDING WHEN THESE FORCES ARRIVE BACK IN THEIR PERMANENT MILITARY GARRISONS OR DEPART THE AREA. ACTIVITIES RELATED TO A MAJOR EXERCISE COULD TAKE PLACE

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BEFORE THE ANNOUNCED BEGINNING DATE OR AFTER THE ANNOUNCED ENDING DATE PROVIDED THAT NO MORE THAN 10,000 PERSONNEL IN UNITS ARE OUTSIDE THEIR PERMANENT MILITARY GARRISONS OR DEFINED GROUND TRAINING AREAS EXCEPT THOSE IN THE EXEMPT CATEGORIES BELOW. THE EXERCISE COUNT:

(1) PERSONNEL INVOLVED ONLY IN DIRECT AIR, RAIL AND ROAD MOVEMENTS BETWEEN THEIR PERMANENT MILITARY GARRISONS AND A DEFINED GROUND TRAINING AREA OR BETWEEN A POINT

OF ENTRY INTO OR DEPARTURE FROM THE AREA AND A PERMANENT
GARRISON OR A DEFINED GROUND TRAINING AREA;

(2) PERSONNEL INVOLVED IN TRAINING BY A UNIT WITHIN
25 KILOMETRES OF ITS PERMANENT MILITARY GARRISON; AND

(3) PERSONNEL INVOLVED IN EXERCISES LASTING LESS THAN
24 HOURS(4).

16. THE US AND THE USSR WOULD PROVIDE THE FOLLOWING
INFORMATION, RELATED ONLY TO THEIR OWN FORCES, NOT LATER THAN AT
THE INDICATED POINTS IN TIME:

BEGIN FOOTNOTE.

(1) IN DEALING WITH THIS MEASURE (AS WELL AS WITH MEASURE IV) IN
VIENNA, ACCOUNT SHOULD BE TAKEN OF THE NEGOTIATING SITUATION
IN GENEVA WITH REGARD TO THE CORRESPONDING CONFIDENCE-
BUILDING MEASURES

(2) THE FOOTNOTE TO PARAGRAPH 6 APPLIES

(3) THE LIST OF TRAINING AREAS ON THE WARSAW PACT SIDE SHOULD BE
COMPREHENSIVE AND NOT LIMITED TO TRAINING AREAS CLOSE TO
BORDERS

(4) THE EFFECT OF THESE PROVISIONS IS TO EXCLUDE NATO ALERT AND
READINESS EXERCISES FROM PRE-ANNOUNCEMENT.

END FOOTNOTE.

A. ANNUALLY (BY 1ST NOVEMBER OF EACH YEAR)

A SCHEDULE OF MAJOR MILITARY EXERCISES IN THE AREA AS THEY
ARE DEFINED IN PARAGRAPH 15 ABOVE, IN THE FOLLOWING CALENDAR
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YEAR, STATING:

- (1) IDENTIFICATION OF EXERCISE (NICKNAME OR OTHER);
- (2) PURPOSE IN GENERAL TERMS;
- (3) APPROXIMATE PERIOD;
- (4) APPROXIMATE SCALE (E.G. DIVISIONAL, CORPS/ARMY).

B. SIXTY DAYS PRIOR TO ANY MAJOR EXERCISE

(A) WITH REGARD TO ALREADY SCHEDULED EXERCISES, THE
FOLLOWING INFORMATION:

- (1) NUMBERS INVOLVED;
- (2) DESIGNATION OF FORMATIONS AND UNITS;
- (3) THE DATE ON WHICH THE EXERCISE IS TO BEGIN AND END;
- (4) LOCATION;

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- (5) THE NUMBER OF MEN, UNIT DESIGNATIONS, AND THE DATES OF ENTRY INTO AND EXIT FROM THE AREA OF ANY AUGMENTATION FORCES NOT REGULARLY STATIONED IN THE AREA THAT WILL BE PARTICIPATING IN THE EXERCISE;
- (6) ANY FURTHER NECESSARY AMPLIFICATION.

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(B) WITH REGARD TO ANY MAJOR EXERCISE WHICH HAD NOT BEEN INCLUDED IN THE ANNUAL SCHEDULE:

- (1) NOTICE OF THE ADDITION OF THE EXERCISE TO THE SCHEDULE;
- (2) INFORMATION ON THE EXERCISE AS LISTED IN SUB-

PARAGRAPHS A. AND B.(A) ABOVE.

C. THIRTY DAYS PRIOR TO ANY MAJOR EXERCISE

(A) NOTICE OF AN INCREASE OF MORE THAN 10 PER CENT IN:

- (1) THE OVERALL SIZE OF THE EXERCISE; OR
- (2) IN THE NUMBER OF AUGMENTATION FORCES NOT REGULARLY STATIONED IN THE AREA; SMALLER INCREASES (LESS THAN 10 PER CENT) WOULD BE REPORTED NOT LATER THAN THE START OF THE EXERCISE.

(B) NOTICE OF AN ADVANCE OR DELAY OF MORE THAN 5 DAYS IN THE DATE OF A PREVIOUSLY SCHEDULED EXERCISE.

(C) NOTICE OF OTHER CHANGES IN THE INFORMATION SUPPLIED CONCERNING AN EXERCISE, EXCEPT FOR THE CHANGES DESCRIBED IN SUB-PARAPHRAS (A) AND (B) BELOW.

D. TWENTY-FOUR HOURS PRIOR TO ANY MAJOR EXERCISE

(A) NOTICE OF AN ADVANCE OR OF A DELAY OF UP TO 5 DAYS IN A SCHEDULED EXERCISE DUE TO UNFORESEEN CIRCUMSTANCES.

(B) NOTICE OF A DECREASE IN THE SIZE OF AN EXERCISE OF GREATER THAN 10 PER CENT. A DECREASE IN THE SIZE OF THE EXERCISE OF LESS THAN 10 PER CENT NEED NOT BE REPORTED.

E. AS SOON AS KNOWN:

NOTICE OF CANCELLATION OR OF EARLY TERMINATION OF AN EXERCISE.

III. LIMITATIONS IN THE SIZE, NUMBER AND DURATION OF MAJOR SECRET

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EXERCISES BY US AND SOVIET FORCES IN THE AREA OF REDUCTIONS

17. THE US AND USSR WOULD UNDERTAKE, WITH RESPECT TO THE MAJOR EXERCISES DEFINED IN PARAGRAPH 15 ABOVE:

(A) NOT TO TAKE PART IN ANY SUCH EXERCISE, LOGISTIC OR OTHER (EXCLUDING EXERCISES LASTING LESS THAN 24 HOURS), IN THE AREA IN WHICH THE AGGREGATE GROUND FORCE ELEMENTS INVOLVED EXCEED 50,000 PERSONNEL;

(B) NOT TO TAKE PART IN MORE THAN ONE SUCH EXERCISE IN THE AREA AT ANY ONE TIME;

(C) NOT TO TAKE PART AT A LEVEL OF MORE THAN A DIVISION FORCE OR MORE THAN 10,000 GROUND FORCE PERSONNEL IN

MORE THAN SIX SUCH EXERCISES IN ANY CALENDAR YEAR;

(D) NOT TO TAKE PART IN SUCH EXERCISES LASTING LONGER
THAN 60 DAYS;

(E) NOT TO SCHEDULE SUCH AN EXERCISE SOONER THAN 30
DAYS AFTER THE CONCLUSION OF SUCH AN EXERCISE IN WHICH
IT TOOK PART.

18. THE US AND USSR WOULD, IN ADDITION, UNDERTAKE NOT TO
HAVE PRESENT IN THE TOTAL OF THEIR DEFINED GROUND TRAINING
AREAS OR EN ROUTE TO OR FROM ANY DEFINED GROUND TRAINING AREAS
MORE THAN AN AGGREGATE TOTAL OF 50,000 TROOPS AT ANY ONE TIME.

IV. EXCHANGE OF OBSERVERS AT MAJOR EXERCISES BY US AND SOVIET
FORCES IN THE AREA OF REDUCTION

19. THE US AND USSR IN CONDUCTING A MAJOR EXERCISE AS
DEFINED IN PARAGRAPH 15 ABOVE, IN THE AREA OF REDUCTIONS (AND
INCLUDING GROUND FORCE ELEMENTS) WOULD INVITE OBSERVERS TO THE
GROUND PHASE OF EACH SUCH EXERCISE. THE INVITING PARTY WOULD
DESIGNATE A REPRESENTATIVE TO HANDLE ARRANGEMENTS FOR SUCH
OBSERVERS, AND WOULD INDICATE THE LANGUAGE OR LANGUAGES IN WHICH
BRIEFINGS ON THE EXERCISE WOULD BE GIVEN.

20. A PARTY INVITED TO OBSERVE A MAJOR EXERCISE, AS DEFINED
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IN PARAGRAPH 15, WOULD BE ALLOWED TO SEND UP TO THREE OBSERVERS,
TOGETHER WITH UP TO SIX SUPPORT PERSONNEL. THE NAMES OF SUCH
OBSERVERS AND SUPPORT PERSONNEL, TOGETHER WITH OTHER IDENTIFYING
DATA, SHOULD BE FURNISHED NOT LATER THAN 20 DAYS BEFORE THE
COMMENCEMENT OF THE EXERCISE TO THE REPRESENTATIVE DESIGNATED IN
THE INVITATION.

21. THE PROVISIONS CONCERNING THE RIGHTS OF OBSERVERS IN
CARRYING OUT THEIR FUNCTIONS WILL BE WORKED OUT IN DUE COURSE
AND IN

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